

Historic, Archive Document

Do not assume content reflects current scientific knowledge, policies, or practices.

0432A
U.S. DEPARTMENT OF AGRICULTURE
OFFICE OF
PERSONNEL AND BUSINESS ADMINISTRATION

VOLUME 1
NUMBER 3
NOV. 1931

The ADMINISTRATIVE BULLETIN



A PUBLICATION DEVOTED TO THE BUSINESS
AND PERSONNEL ACTIVITIES OF THE
U.S. DEPARTMENT OF AGRICULTURE

The Administrative Bulletin

Issued by the Office of Personnel and Business Administration, of the United States Department of Agriculture, in cooperation with the Department's Bureaus and Offices and distributed solely to employees of the Department. THIS MATERIAL IS NOT FOR PUBLICATION.

Dr. W. W. Stockberger,
Director of Personnel and Business Administration.

W. A. Jump,
Assistant Director and Budget Officer.

W. N. Rehlaender,
Chief, Division of Organization and Classification.

November, 1931

CONTENTS

The Department Personnel--An Appreciation, By Secretary Arthur W. Hyde.....	2
The Administrative Regulations Promote Business Efficiency, By H. E. Allanson.....	3
The Work of the Personnel Classification Board, By I. Baruch.....	7
Do We Spend the Taxpayer's Money Wisely? By W. A. Jump.....	13
Functions of the U. S. Department of Commerce, By J. E. Davidson	17
Air Transportation Charges Allowed, By B. Connor.....	25
Government vs. Private Automobiles for Official Travel By E. J. Thompson.....	27
New and Useful Devices.....	31

Address all communications to:
THE ADMINISTRATIVE BULLETIN,
Office of Personnel and Business Administration,
United States Department of Agriculture
Washington, D. C.

THE DEPARTMENT PERSONNEL

AN APPRECIATION

I have nothing but admiration for the spirit of cooperation and service with which the personnel of this great Department have accepted restrictions made necessary by the economic depression. That spirit evidences your willingness to share the burdens of your fellowmen, and to put into the service of the Government something more than is compensated in the pay envelopes. I want to express my high appreciation of this service, and to assure you of my full support in your efforts to serve your fellowmen, your generation, and your country.

Arthur Wesley

The Administrative Regulations Promote Business Efficiency

By: H. E. Allanson,
Assistant Chief, Bureau of Plant Industry.

Many of our administrative troubles would evaporate if we recognized that everyone of us are merely members of a large firm and in considering our problems, always face them with this in mind. A smooth working organization with good morale rests upon each of us having faith in our fellow workers. If those of us in the field have faith that those concerned with handling the Washington end of their problems are doing their best, and probably face problems and situations that must be considered but cannot always be broadcast, they would be more sympathetic and less irked by occasional actions that seem to them mistakes. If those of us in Washington have faith in our field men and recognize that they face many conditions with which we may not be familiar, and which are not apparent on the records as they come through, we will inevitably be more sympathetic. If all of us will recognize that we are members of a large firm, believe each one of us in his place is doing his best, it will create an atmosphere that will make each one happier in his work and improve the output of the organization.

We are all one great, big firm, big in numbers, big in volume of work and undertakings, and big in the area covered. Right there many of our difficulties lie. The enormous volume of work pouring in steady streams from every section of the country into one headquarters, makes organization imperative. It is like the down-town traffic of a large city; streams of people afoot, in automobiles, cabs, street cars, trucks - a multitude of humanity in all kinds of vehicles. If traffic is well organized, the crowds move systematically with little loss of time; if not, chaos results, with a traffic jam, the proportion of which depends upon the amount of disorganization. Yet there is traffic direction of all sorts, - signs, lights, ropes, railings, policemen.

The fiscal and administrative regulations of the Department are the traffic guides that direct the volume of business necessary in the activities of the Department of Agriculture. Just as surely as a pedestrian, straying off of the prescribed path, is caught in the vehicular traffic with disastrous results to himself and causes a tie-up of traffic affecting all, just so surely does failure to observe departmental rules and regulations result in difficulties for the individual and a general disturbance and slowing up in the forward movement of all business traffic.

Point of view has a tremendous effect on this matter of rules and regulations. If we make up our minds that a thing is bad, of course it's bad. There is little sympathy for the man, who, as a member of the organ-

ization, spends perfectly good energy in lambasting "Red Tape". We are trustees of public funds, and it is to be expected that certain safeguards will be required that an individual handling his own funds would not exercise. The man who complains about "Red Tape" would be the first to criticize a lack of checks and balances, of reasonable supervision over the public's funds. We must remember that the expenditures of all Government funds are audited by one agency, the General Accounting Office. Manifestly, one set of rules only would be practicable. If one agency were granted a special set of regulations, a precedent would be established, and the net result would probably be a different set for each of the many agencies expending funds. This would be impracticable and undesirable. Each department makes such additional regulations, not inconsistent with those of the General Accounting Office, as may be desirable in the administration of its work.

No apology should be made for the rules and regulations of the Department of Agriculture. It is my experience that more delay is caused by failure to give complete information when transmitting an account or a recommendation than for any other single cause. We find it important with respect to all matters of Department business to have each transaction self-explanatory as it goes through. A transaction which may appear to be erroneous, irregular, or illegal often may be satisfactorily explained later, but the explanation always lags behind the criticism, never receives the same distribution, and never corrects the harm that has been done. If a person uses good common sense in his business dealings, and then passes on to us full information as to the factors involved, he will find the bugaboo of regulations rapidly disappearing. Also, if he will then mix with that common sense just a little study of the regulations, his troubles on that score will rapidly become history.

In an organization like the Department of Agriculture, it is imperative that the work be conducted in an orderly fashion, complying with such laws as may be passed by Congress and with such regulations as may be issued by properly constituted officials. These laws and regulations are condensed and put in handy form for the use and guidance of employees as the Administrative and Fiscal Regulations. They are sign-posts directing the way in order that all laws may be faithfully complied with, uniformity in procedure established, and efficiency and expedition in handling the volume of work promoted. They are made to help, not hinder. They are all made by some agency or individual who is a member of our firm, equally interested with us in so conducting our work as to insure its integrity and efficiency. Perhaps, in some cases, we do not understand why they are made, what good purpose they serve. We must remember again that the Government is a big business, expending in the fiscal year 1930 a total of \$4,700,000,000, of which the Department of Agriculture expended \$177,961,928, and that some rule we may not need and that may not be helpful to us is serving a real purpose in some other branch of the organization. If a particular rule is not clear, ask for

"Red Tape" Is
Nothing More
Than A
Safeguard

Regulations
Aid Orderly
Flow of
Business

information and you will probably find an adequate explanation. If a regulation appears to hinder instead of help, call it to the attention of your administrative officers and they will see what can be done about it. But let us carry out faithfully the instructions given us by those responsible to the people, and who will be held to an accounting.

-----PBA-----

Purchases at Field Stations

By: F. H. Spencer,
Business Manager, Bureau of Entomology.

Whenever an article is bought for a Washington office of the Department, the purchase goes through certain well-defined channels, culminating in the drawing of a purchase order by the proper officer of the Bureau concerned. The same procedure is followed at many field stations, but in some cases field buying is a hit-or-miss affair, and in extreme instances almost any member of a station's staff has been permitted to make purchases, without a formal order or written record of any kind.

An effective, but not cumbersome, purchase authorization and record system can well be kept at any field station. Under this plan, all requisitions for purchases made direct by the station (not through Washington) are prepared on a simple form in duplicate and signed by the station head or, in his absence, by his duly authorized representative. The original, of course, goes to the vendor, and if his vouchers are submitted monthly, can be used as a supporting itemized schedule. The copy is held in the station file, receipted upon delivery of the goods, used as a check against the voucher submitted and finally filed with a duplicate voucher or notation of the voucher by which it is covered. This constitutes a field station record of the authority for every purchase, the receipt of the goods, and the passing of the covering voucher - a record which in many cases may prove invaluable for future reference.

-----PBA-----

"Every moment may be put to some use, and that with much more pleasure, than if wasted. The value of moments when summed up is tremendous when well employed; but, if thrown away, their loss is irrecoverable."

----- Lord Chesterfield.

AUTOMOBILE Inquiries received in
METER the Office of Personnel
READINGS and Business Administra-
 tion indicate rather
wide speculation among employees as
to the significance of the require-
ment in par. 105 (e) of the Stan-
dardized Travel Regulations, edit-
ion of July 1, 1931, that expense ac-
counts covering use of personally-
owned automobiles shall show, among
other items, "meter readings repre-
senting the distance traveled".
The former corresponding paragraph
required merely a statement of "dis-
tance". The question is whether
there must now be shown the beginning
and ending readings of the continuous
meter as distinguished from trip reg-
istration. The point seems not to
have been ruled upon in any published
decision of the Comptroller General.
As to the action of the Audit Divi-
sion, three of the preaudit bureaus
report that net distances are the
rule in their accounts and that these
have not been questioned. In a fourth
there were some exceptions, with re-
quirement of the beginning and ending
readings, while an Audit Division of-
ficial in conversation with a bureau
representative stated that this infor-
mation would be regularly called for.
The Bureau revised its form and intro-
duced columns for the two readings.
Subsequently, however, occasional net
figures have been passed without ob-
jection. For the time being, there-
fore, the matter must be assigned to
the category of open questions.

---PBA---

GROUP IN- A correspondent
SURANCE FOR raises the question
PRIVATE CARS whether group insurance
 similar to that now in
effect for Government cars, officially
operated, may not be arranged to cover
official or private use of personally
owned automobiles. The representative
of a prominent local insurance agency
states that for three years his concern

has tried to find a responsible
company willing to write a policy
of this character. The difficulty
is the existence in many states of
laws prohibiting reduced premiums
under any circumstances. For some
technical reason these laws do not
affect Federally owned equipment.

---PBA---

BIDS FOR A It is a fundamental
PARTICULAR requirement of Feder-
MAKE OF ART- al purchasing that
ICLE, "OR advertisements for
EQUAL". proposals must be so
 drawn as to allow full
and free competition and acceptance
of the lowest responsible bid which
meets the advertised specifications.
The division of Purchase, Sales and
Traffic has noted a growing tendency
on the part of bureau officers, in
their drafting of specifications for
use in obtaining quotations on pur-
chase requirements, to particularize
some make of article with the addi-
tion of the words "or equal". This
is an improper procedure. The
Comptroller General recently com-
mented adversely on the employment
of this type of specification, stat-
ing, in effect, that its use was jus-
tified only in those exceptional
cases where the need was "not other-
wise possible of clear expression in
description". In his decision it was
further stated that even in such cases
the specification should indicate that
the particular make was cited merely
as illustrative of the article re-
quired, and that bidding was not lim-
ited to such make. The use of the
"or equal" form of specification in
advertising for commonplace articles
was specifically prohibited.

---A. McC. Ashley,
Chief, Division of
Purchase, Sales and
Traffic.

The Work of the Personnel Classification Board

By I. Baruch,
Assistant Director of Classification

The Personnel Classification Board was created by an Act of Congress, approved March 4, 1923, known as the Classification Act of 1923. It is an ex-officio board consisting of the Director of the Bureau of the Budget, Colonel J. C. Roop, who is Chairman; the Chief of the United States Bureau of Efficiency, Mr. Herbert D. Brown; and the President of the Civil Service Commission, Governor Thomas E. Campbell. Its activities, which are conducted by a staff of about sixty employees, are administered by a Director of Classification, Mr. William H. McReynolds, appointed by the Board.

The Classification Act of 1923 and its amendments direct the Board to appraise the duties and responsibilities of positions in the departmental service so as to assure that all positions, whether in the same or in different departments, which have similar and equal duties and responsibilities shall fall within one and the same pay range or "grade". The Board was thus established as a central coordinating agency to serve all departments alike.

General Object of Classifica- tion Act

This objective requires the classification of each position according to its duties and responsibilities in comparison with some established standards. Such standards were set up by Congress in the Classification Act. This Act contains the framework of a classification plan for positions, the details of which have been and are being developed by the Board. First of all, Congress established five major categories of kinds of work. These categories are called classification "services". They are the professional and scientific service; the subprofessional service; the clerical, administrative and fiscal service; the custodial service; and the clerical-mechanical service. These services may be regarded in the classification scheme as the first break-down of positions.

After establishing services, the classification statutes then proceed to divide each of these services into levels or zones of difficulty and responsibility called "grades". To each grade within each service (with a few exceptions) there is attached by law a definite uniform salary range. This range consists of a minimum rate which, by law, is the standard entrance rate, a series of intermediate rates the application of which is controlled by the department head to provide an incentive for increased usefulness while an employee continues to occupy the same position, and a maximum rate which by law is established as the most that the Government will pay for a position in a given grade.

Services, Grades, and Classes

Each grade is described in the statute somewhat generally in terms of the factors to be taken into consideration by the Board in classifying positions, namely the relative importance, difficulty, and responsibility of the work and the extent and character of the qualifications needed to perform it. This is as far as Congress went in actually laying down the arrangement or classification of positions. The remainder of the work necessary to complete the classification plan and to place each position in its proper grade was made an executive function to be carried out by the Personnel Classification Board in accordance with certain principles and procedures stipulated in the statute. The Board, accordingly, was authorized to establish finer subdivisions of the service and grade arrangement. These subdivisions are called "Classes" of positions. A class of positions in a practical sense is a group of positions whose duties and responsibilities and qualification requirements are so similar that for the purposes of allocating positions the group can be considered as a homogeneous unit or class instead of a heterogeneous mass of positions. Classes of positions are the final break-down in the classification arrangement.

By classifying each individual position in one of the classes established by the Board, the class already having been placed in the appropriate grade of the proper service, each position becomes associated with its proper classification service and grade and takes automatically the salary range of that grade.

Since 1924, when the work of initially allocating individual positions in the classification plan was completed, and exclusive of the survey of the field services during 1928-30, the Board's program has been one of administration. The characteristics of positions are in a fluid state, rather than in a fixed mold. Changes in existing positions are made. New and different positions are created. Errors in allocation are discovered.

Characteristics of Positions are Constantly Changing

Failures of departments to report material changes in duties and responsibilities are disclosed. All such matters require investigation and decision by the Board, which must review and may revise the department's recommendations as to allocations. The actual procedure may involve the submission by the department of a classification sheet showing the new or changed duties of the position in question. On the other hand, if the position itself has not changed, the department or the employee through departmental channels may forward a request for a review of the existing allocation of the position. This is commonly known as the "appeal" procedure. Further, the Board may, on its own motion, initiate an investigation of an individual position, a survey of a group of positions, or a classification audit of an entire office or bureau.

Experience in classification administration has shown the necessity for a thorough search of the facts as the basis for a decision as to the proper allocation of a position. The Board, in passing upon the department's recommendation and in arriving at its own decision,

wants to know all the facts from which inferences can be drawn as to the difficulty, complexity, importance, responsibility and general character of the work of the position. For example, the Board

Classification inquires into the manner in which the work in question
Board Must comes to the employee; what has been done with the
Have all the problem before it reaches him; what his immediate and
Facts specific tasks are; by what methods or processes he performs them; on what matters he has to exercise judgment or discretion; what qualifications are required in order to carry out the work; what review his work receives; what the importance, the subject matter and the relative finality of his recommendations or decisions are; and to what extent the position involves the responsibility of initiating or taking action with or without consultation with others. It also investigates the kind and extent of supervision flowing toward the position from higher positions in the organization and the kind and extent of supervision exercised by the incumbent of the position over any subordinates.

The actual processes used in collecting facts include investigations, hearings, and surveys or "position-audits". In the conduct of an investigation a representative of the Board interviews the employee at his place of work and any witnesses who know about the employee's work, such as his supervisor or division chief. In cases of appeal a representative of the Board holds a hearing at the Board's office, in which the employee whose case is before the Board and the classification officer of the department are expected to participate, as well as any other witnesses who have first hand knowledge of the employee's duties and responsibilities. It is also the employee's and the department's privilege to submit any exhibits or supplemental statements which may appear to them to be necessary or helpful in bringing to light all the pertinent facts surrounding the position in question. The proceedings at a hearing are informal but a verbatim stenographic report of the testimony is made and a transcript prepared, which becomes a part of the permanent records of the Board and which accompanies the case through the channels leading to the Board's final decision.

The acquisition of the pertinent facts is not so simple and direct as it might at first appear. Some of the factors which frequently prove to be controlling elements in evaluating a position are intangible ones

Getting All
Pertinent Facts
Is Not Any Easy
Job

which would not be disclosed merely by direct observation of the work of the employee at his own desk. Frequently it is only by a thorough survey not only of the position itself but also of the bonds which tie it to the other positions in the same organization that its true nature becomes apparent. Occasionally, factors emphasized

by the employee or his administrative superiors are not factors which the Board can, under the law, take into consideration in allocating positions.

After one of the Board's investigators has made the appropriate

inquiry he prepares a formal report with his recommendation. This report is based upon not only a consideration of the immediate information he has secured regarding the position, but also upon his experience in classifying similar positions, upon specifications of classes, upon his knowledge of the Board's allocation policies in given types of cases, upon a comparison with typical positions in the same field of work in higher or lower grades or in the same grade which furnish specific examples for guidance, and upon an analysis of the duties and responsibilities of these comparative examples in the light of a similar analysis of the duties and responsibilities of the position being reported on. If

All Reports
are Reviewed
by Ranking
Officials

it is a case which includes a hearing, the examiner also prepares a similar report and recommendation. These formal reports then receive the review of the ranking examiners on the Board's staff, known as reviewing examiners, who go over the file carefully and make their appropriate comments and recommendations. The matter is then given the personal consideration of the Assistant Director and ultimately the personal consideration of the Director, who takes final action. This is the established procedure for all investigated or heard cases.

In the course of these reviews, which are a characteristic of the regular procedure of the Board, it frequently occurs that one of the reviewing examiners or the Assistant Director or the Director will desire a thorough office analysis and evaluation of the factors affecting the allocation of the position beyond that which has already been given by the initial examiner or investigator. The Board's staff includes employees who by virtue of past experience and sound judgment are especially well qualified to conduct and report upon this type of analysis and evaluation, and it is to these that many difficult and troublesome issues are presented for special study and recommendation.

The current activities of the Board include also as a regular feature the making of surveys or "position-audits". A position-audit is an investigation and analysis of the duties and responsibilities of all positions in a given bureau or office, in the light of their relationships one to another and of the organizational structure and activities of the office. It is designed to disclose any need for the reallocation of positions in accordance with their existing duties and responsibilities, and to provide the factual basis for proper action in that respect. It is planned that this phase of the Board's work will continue to be emphasized as a method of discovering and correcting errors and inconsistencies and changes in duties which have not previously been called to the Board's attention, because classification adjustments can more intelligently and soundly be made when a position can be appraised not as an isolated entity but in the light of a thorough and comprehensive comparison with others involving the same work and with others in the same organization closely associated with it.

Board Analyzes
All Positions
in a Given
Bureau or Office

The Classification Act applies directly to only certain positions in

the departmental service. Positions in the field service were made subject to the general pay ranges set up in the statute by a provision commonly appearing in the annual appropriation acts that states "The heads of the several executive departments and independent establishments are authorized to adjust the compensation of certain civilian positions in the field service to correspond so far as may be practicable to the rates established for positions in the departmental services in the District of Columbia."

These adjustments are administered by departmental officials and are not subject to the review of the Personnel Classification Board. In 1928, however, pursuant to the direction of an amendment to the Classification Act, known as the Welch Act, the Board made a survey of certain designated positions in the field service and in 1929, 1930 and 1931 submitted reports to Congress discussing the problem of extending to the field service the central and uniform control of classification which now exists in the departmental service. It also recommended compensation schedules and outlined the principles and procedure that would be necessary in a classification system that would embrace positions in the field service as well as the departmental service.

----FBA----

THE ORGANIZATION OF PROFESSIONAL EMPLOYEES OF THE UNITED STATES DEPARTMENT OF AGRICULTURE

The organization of Professional Employees of the Department was the outgrowth of a number of discussions during the past few years of the need for an authorized spokesman for the professional and technical groups. These discussions stressed the need for a recognized and representative body of professional workers who might speak on matters affecting the welfare of that group and who could cooperate with administrative officials in an effective way in promoting the efficiency of the personnel and work of the Department. These discussions resulted in the formation of the organization on April 8, 1929. A constitution with 10 articles and of less than 500 words was adopted, and provides for a representative type of organization. Each Bureau of the Department is represented by two members of the council, which is the governing body. The council members are selected by the active members of the organization in each Bureau. The council elects the officers, who carry on or appoint committees to carry on the work of the organization. There are no dues. Funds are and will be provided by occasional assessments upon the members. At present there are 2,291 members in the organization.

The council of the organization has been more active than generally realized. In a quiet but effective way it has supplied information concerning the viewpoint of the professional group to interested individuals and groups. As time goes on, the scope of its activities will be increased by contacts with similar organizations in other Departments, when these are formed, and by contacts with colleges from which the force of professional workers must continue to be recruited.

Joseph A. Becker, Secretary Treasurer.

THEY MEAN BUSINESS!

According to the Associated Press, a survey of the registration in American schools this fall showed a noticeable trend toward courses in business. More attention, too, is being paid to those courses which train the student for a job.

In a copyrighted article on this subject, Louis E. Van Norman tells us that in an endeavor to capitalize this trend several of the larger department stores in Western cities are establishing boards that give help and advice to students who are planning to enter business.

A rather surprising feature of this registration survey is that it shows that the "depression" has had no appreciable effect on the enrollment in the 144 schools checked in the survey. A number of schools, in fact, reported increased enrollments. The president of Creighton University in Omaha, commenting on the increased enrollment at his school, attributes it to the fact that "competition in the business world is keen and the unskilled, uneducated man faces almost insurmountable obstacles". At the University of Pennsylvania, by the way, nearly one third of the students plan to work their way through school.

---John A. Ferrall,
Bureau of Plant Industry.

----PBA----

WHAT DO YOU MEAN--SYSTEM?

There is no need for a million dollar responsibility and a ten thousand dollar job in order to develop a good executive. Clerk or accountant, and even office boy, if he has the care of a desk and its contents, have just as good an opportunity to ground themselves in the principles of system and management as the high-salaried department head.

System means simply the ability to get a thing done; to get it done thoroughly, and to get it done on time. It does not mean cards and blanks, red tape, etc.; it means doing the task nearest at hand; doing it in season; and doing it in full. If a man puts this trinity of effort into every task that comes up, day after day, year in and year out, it matters not whether he makes out bills on a bookkeeper's stool or general orders at the director's table, system will develop in thought and act. Directors of great works are first masters of themselves, their desks, their every effort.

The clerk who keeps an orderly desk uses much the same sort of ingenuity and method used by the manager who keeps an orderly business....when a clerk handles a multiplicity of detail....when he completes each task....when he checks up each day's work at night and satisfies himself that he has overlooked no promise and forgotten no task; when he makes these things an unchanging part of his day's routine, and does them with unfailing certainty, he is training himself in the very basic principles of business organization.

---Condensed from System
by John A. Ferrall.
Bureau of Plant Industry

Do We Spend the Taxpayer's Money Wisely?

By: W. A. Jump,
Assistant Director and Budget Officer.

I believe it is appropriate for me to redirect the attention of all members of the Department to one of the basic principles on which the Department of Agriculture operates. This principle is set forth in one of the recent annual reports of the Secretary of Agriculture as follows: "The basic policy of the Department is to insure value received to the tax payers for every dollar spent for Federal activities."

Members of the Department demonstrate their adherence to this policy by handling every expenditure of Government money not only as if it were their own, but with even greater care, having in mind that they are entrusted with the expenditure of funds which are not their own.

Department's They appreciate that every dollar of Government money
Funds Earned they spend had first to be taken by the Government from
by Private the people, and that before that dollar found its way
Citizens. into the Treasury it had to be earned by some private
citizen. Dollars looked upon in this way are expended
very differently from dollars which someone may imagine
flow in an apparently endless stream from a machine that just grinds out
appropriations.

There is abundant evidence on every hand that the personnel of the Department of Agriculture realize that we are trustees and stewards in handling public funds. The growth of the appropriations of the Department of Agriculture from the first \$1,000 in 1839 to the \$350,000,000 entrusted to us for expenditure during the last fiscal year, shows that Congress also recognizes that this Department is made up of individuals who take their responsibilities seriously in the matter of expenditures.

From the very beginning, and with especial emphasis, since the establishment of the national budget system, this Department has been in the foreground in cooperating to the fullest extent to improve the administration of Government business and at the same time to keep expenditures to the very minimum consistent with effective results. Thus even in normal times we have a tradition to maintain in this respect. The present financial situation of the Government makes it imperative for all of us to act with even increased care in matters involving expenditures. The need is far reaching and can be met fully only by the conscientious cooperation of each individual in the Department. We can and the Government expects us to help by watching with the greatest possible care all expenditures which come under our personal notice. Every individual, from the highest official to the most

recent member of the staff, is in a position to influence the costs of Government work either up or down, relative to the purchase and use of supplies and equipment, expenses of travel, etc., as these and similar items touch his individual activity. Savings made in this way by faithful and conscientious public officials may seem inconsequential to the individual, but they are tremendous in the aggregate for the whole Government service; the public has a special right to expect this type of good management on the part of each one of us at the present time.

Many members of the field staff have asked me to make a brief general statement on the business operations of the Department. Under this category we include matters of general administration such as finance and accounts, purchasing, operation of vehicles, travel expense, and so on. From our personal contact with members of the Department in the field we know that some of the procedures laid down from Washington often seem to the field staff to be lacking in reason or in understanding of the practical difficulties of field operation. The series of arrangements relating to the handling of the gasoline tax in the different States may be typical--perhaps it is a little worse than typical--of the administrative problems to which I refer. This gas tax situation is entirely beyond our control. It arises out of the very essence of the theory of the relations between the Federal Government and the States. A great deal of time has been and is still being spent on this problem here to try to adjust our operation to the requirements of the general government and of the several States.

Thoughtful members of the field staff will appreciate that in many matters we are under the necessity of adjusting the operating procedures of the Department of Agriculture--ranging from experimental cookery and weather service for aviation to the management of the National Forests and the domestication of the muskox and mountain sheep in Alaska--to fit the routine procedures of the government generally. They will also appreciate that some place along the line--either in the annual budget compilation, in the passage of accounts through the Comptroller General's office, or elsewhere--all of the routine procedures must be fitted together to make a whole.

A detailed discussion of this subject might be extended for many pages, but two statements seem more important than any further discussion of details: First, the operation of the Department is predicated on the general business policy previously mentioned, namely, to give the public full value received for every dollar expended; Second, with this primary policy in mind, our aim is to arrange matters of operation so as to give the utmost consideration to the needs and practical conditions of field work. If operating instructions issued by the Department seem to be at variance with these aims, either we have acted under the compulsion of some legal requirement or decision beyond the Department's

General
Administration
and Field
Employees

Must Conform
to Practices of
Entire
Government

Suggestions
from the Field
Welcomed

control for the moment, or else we have acted without full information or understanding of the situation with respect to its effect on field operations. In the latter case the remedy is to provide the Washington office with definite information and constructive suggestions of what seem from your end to be better ways of accomplishing the main objective. Information and suggestions from members of the field staff respecting matters of business and fiscal operation are not only welcome, they are very much desired and are given every possible consideration in formulating the departmental requirements.

-----PBA-----

CIVIL SERVICE COMMISSION WANTS PROMPT REPORTS ON CERTIFICATES

A representative of the Civil Service Commission comes to the Division of Appointments once each week to check up on certificates in the Department. The Commission is trying to give prompt service to the departments in issuing certificates and actually it is expected that the certificates will be returned promptly. Reports on all certificates issued for filling vacancies in Washington, D. C., should be made to the Commission within ten days from the date of the Department's receipt of the certificate. Reports on certificates issued for appointment in the field are required within twenty-one days.

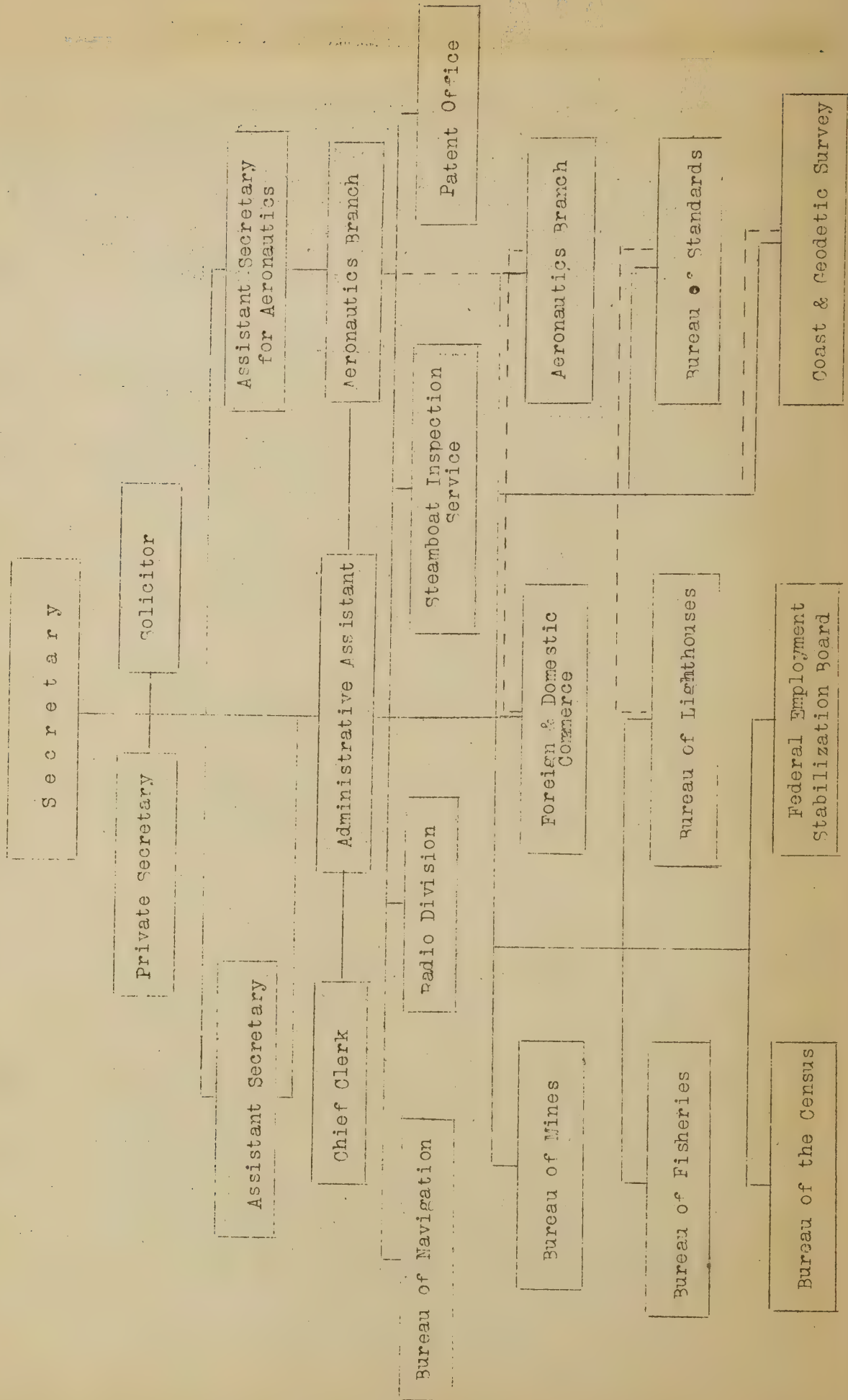
When certificates are sent to field stations where selections are made, the official in charge of the field station should be impressed with the necessity of taking prompt action. If no appointment is made from the certificate, the reasons for not doing so must be given. Written declinations should be obtained from those not desiring appointment and returned with the certificate. Appointing officers should always be sure to give reasons for failing to appoint veterans. (See Vol. 1, No. 1 of this Bulletin).

-----PBA-----

FERRIAGE IN MILEAGE BASIS AUTO TRAVEL

A recent ruling of the Comptroller General, A-39102, imparts a silver lining to a cloud which has hitherto shed gloom on employees of the Department traveling by auto on the mileage basis. The question was of allowance to a Federal Farm Board official in his account of expenses of mileage-basis auto travel of ferriage Cape Charles-Norfolk-Portsmouth, \$4.60 in all. As to this the answer is negative; but the decision goes on to say, "When using a privately owned automobile upon a mileage basis the employee is entitled to mileage for the entire distance traveled, if accompanied by his automobile, whether the automobile travels under its own power or some other means." Applying the 7-cent rate to the ferry distance, 38 miles as worked out by the Army distance tables, the Comptroller General accordingly allowed \$2.66 for the Cape Charles-Portsmouth sector.

U. S. DEPARTMENT OF COMMERCE



Functions of the U. S. Department of Commerce.

By J. E. Davidson,
Appointment Division, Department of Commerce

By an act approved February 14, 1903, Congress established a Department of Commerce and Labor. The act of March 4, 1913, changed the designation of the Department of Commerce and Labor to Department of Commerce and established a Department of Labor. Until the Department of Commerce (and Labor) was organized in 1903, the Treasury Department was the principal agency of the Government through which supervision of the commercial and industrial life of the nation was administered.

Although the Department of Commerce is, to some extent, an administrative agency, its more important functions are promotive. In its purely administrative capacity the department maintains the coast lights, charts the coastal waters, registers and inspects vessels of the merchant marine and aircraft engaged in commercial occupations, enforces the navigation laws, provides aids to navigation on commercial airways, and inspects radio communication and broadcasting stations. As a service agency it helps industry to simplify processes, to increase output, and to eliminate waste in production and distribution; it carries on investigations and research to facilitate the production, transportation, and sale of the vast quantities of goods produced by the industries; it assists the mining industry to eliminate waste and safeguard lives; it conserves the fisheries; through the grant of patents it encourages invention by protecting inventors in the exclusive right to their discoveries; it supplies trade information to American producers and exporters and aids them in developing markets for their goods abroad; it enumerates the population and compiles statistics showing the condition and progress of the Nation's industries; it assists in the promotion and development of the country's rapidly growing air transportation system.

Administrative and Promotive Functions

For the proper accomplishment of all this work, the Department is composed of twelve bureaus as follows: Aeronautics Branch, Radio Division, Bureau of Foreign and Domestic Commerce, Bureau of the Census, Bureau of Standards, Bureau of Fisheries, Bureau of Lighthouses, Coast and Geodetic Survey, Steamboat Inspection Service, Bureau of Navigation, Patent Office, Bureau of Mines.

AERONAUTICS BRANCH

The Aeronautics Branch is charged with the duty of carrying out the provisions of the air commerce act of 1926 and amendments thereto. The act provides comprehensively for the promotion and regulation of civil aeronautics. Among other things, it includes the establishment and maintenance of

civil airways and their equipment with intermediate landing field, beacon lights, signal and radio apparatus, and other aids to air navigation, the establishment of air traffic rules; the inspection and licensing of aircraft, the examination and licensing of airmen, and the identification of aircraft; the collection and dissemination of information pertaining to air commerce and the state of the art, including data concerning the causes of accidents; the establishment of a suitable weather service on airways; the charting of airways, and the publication of air maps; the promotion of air commerce, industry, and trade; the conduct of scientific research and development work tending to the improvement of facilities for air navigation; the examination and rating of civilian schools giving instruction in flying; and the rating of airports as to suitability, and for the encouragement of the establishment and maintenance of air ports by municipalities.

RADIO DIVISION

The Radio Division is charged with the duty of enforcing the acts of Congress requiring the inspection of the radio equipment of foreign and United States vessels prior to their departure from ports in the United States. It is charged with referring to the Federal Radio Commission all applications for radio station licenses; prescribing the qualifications of radio operators; conducting operator examinations and issuing operator licenses; inspecting all radio-transmitting apparatus; reporting to the Federal Radio Commission all violations of the radio act, rules, regulations, or orders of the commission, or of the terms of any license; designating of call letters for all radio stations and publishing such call letters; enforcing the provisions of the International Radio Convention.

FOREIGN AND DOMESTIC COMMERCE

It is the duty of this Bureau "to report upon domestic as well as foreign problems relating to production, distribution, and marketing in so far as they relate to the important export industries of the United States; to investigate and report upon such conditions in the manufacturing industries and trade of foreign countries as may be of interest to the United States; to promote American trade with Europe, Central and South America, and the Far East; to operate and maintain district and cooperative offices within the United States; to enforce the China trade act regarding the tax exemptions of American firms doing business in China; to compile and publish statistics on foreign trade; to investigate trade restrictions and regulations of foreign countries in relation to American commerce; and to prepare and circulate lists of available foreign agents for American firms."

The organization of the Bureau includes commodity divisions which keep their respective industries in continuous touch with trade conditions here and abroad, and direct the work of field officers in investigations designed to develop new markets or to eliminate waste in distribution. Supplementing and aiding the work of the commodity branches, the Bureau maintains a regional division, whose function it is to keep the commodity branches, and through

them the industries, generally informed concerning current economic commercial, and financial conditions in each foreign country, as an aid in determining the availability of markets at particular times and for particular products. The organization of the Bureau also includes

<u>Keep Domestic</u>	seven technical divisions as follows: Commercial Laws;
<u>Producers in</u>	Foreign Tariffs; Finance and Investment; Statistical
<u>Touch with</u>	Research; Statistics; Transportation; and Commercial
<u>Foreign Conditions</u>	Intelligence. These divisions collect and disseminate

information and advice regarding conditions at home and abroad in their respective fields.

The Bureau maintains local offices in 34 American cities for the purpose of giving aid and advice to the business interests in their respective communities in connection with sales and export problems. The basic data concerning foreign markets are collected by commercial attaches and trade commissioners stationed at the principal foreign cities. These officials report to the Bureau at Washington on the economic and commercial conditions in the countries where they are stationed, with special reference to market opportunities.

BUREAU OF THE CENSUS

The Bureau of the Census takes its name from its major duty - the decennial enumeration of the population. The Bureau takes the decennial census of the United States covering population, agriculture, irrigation, drainage, manufacturers, mines and quarries, distribution, and unemployment, and is continuously engaged in the compilation of other statistics covering a wide range of subjects. Statistics regarding the dependent, defective, and delinquent classes in institutions; public debt, national wealth

<u>Great Variety</u>	and taxation; religious bodies or churches; and transportation
<u>of Statistics</u>	by water are compiled every tenth year in the period
<u>Compiled</u>	intervening between the decennial censuses; and statistics

of electric light and power plants, electric railways, telephones, and telegraphs every fifth year. A special census of agriculture is taken in the fifth year following the decennial census; and a census of manufacturers is taken biennially. Statistics of births, deaths, marriages, and divorces are compiled annually; also financial statistics of cities and States; and statistics of prisoners in State prisons and reformatories, and of patients in hospitals for mental disease and in institutions for epileptics and feeble-minded. At monthly intervals statistics are published relating to cotton supply, consumption, and distribution; to cottonseed and its products; and at approximately semi-monthly intervals during the ginning season reports are issued showing the amounts of cotton ginned to specified dates. The Bureau also collects monthly or quarterly data regarding the production or supply of many other commodities. The Bureau compiles from various sources current data regarding production, orders, shipments, stocks, etc., for numerous lines of trade and industry, together with such other available information as may throw light upon the trend of business conditions.

BUREAU OF STANDARDS

The Bureau of Standards establishes and maintains the national standards of quantitative measurement--usually termed "weights and measures." The Bureau is the custodian of the country's official standards of measurement. When necessary it constructs, tests, and calibrates new measures, and compares the measuring apparatus used in scientific investigations, and in engineering, manufacturing, and commerce, with the official standards. The statutes authorize the Bureau to conduct scientific investigations of problems connected with the development and application of standards, and to determine the properties and characteristics of different materials, such as the viscosity of lubricating oils; the melting point of metals; the conductivity of insulating materials; the tensile strength of steel; and the like. Generally speaking, this work is limited to occasions when the data are of urgent importance to scientific or manufacturing interests and are not readily obtainable elsewhere. While there is invariably an immediate and practical objective, yet facts and principles are constantly discovered of immense value as contributions to the general fund of scientific knowledge.

Essentially, the Bureau of Standards is a scientific and technical laboratory for service to the industries of the country and to the various departments of the Government. Specialized scientists trained in physics, chemistry, and engineering are at work on problems involving the quality of materials and the testing of the commodities of commerce. In recent years Congress has greatly added to the Bureau's duties, so that now it is engaged in research not only in connection with standards of weights and measures and the physical properties of materials, but in connection also with standards of quality, standards of practice, and standards of performance. The greater part of the scientific work is directed toward the practical application of scientific principles, and might properly be called technical experimentation. There are laboratories not only for investigations in the phenomena of light, heat, electricity, etc., but also for testing and experimenting with machinery and apparatus in accordance with the principles developed from the study of these phenomena, and for testing all manner of raw and manufactured products.

The Commercial Standards Unit serves as a clearing house through which manufacturer, distributor, and consumer groups cooperate in furthering a nation-wide program for the elimination of waste in commerce and industry through reduction in the number of sizes and types of manufactured products, and the abandonment of useless varieties; cooperates with federal, state, municipal, business, technical and professional groups in the gathering and distribution of information tending to encourage, cheapen and improve construction and housing; covers investigations for use in framing local building and plumbing codes and studies problems connected with city planning and zoning; promotes and facilitates the use of nationally recognized specification; cooperates with industrial and commercial groups

in the selection and establishment of nationally recognized specifications as commercial standards for manufactured products, etc.

BUREAU OF FISHERIES

The work of the Bureau of Fisheries includes (1) the propagation and salvaging of useful food fishes and shellfish and their distribution to suitable waters; (2) the inquiry into the causes of fluctuations in abundance of food fishes in the lakes, rivers, and coast waters of the United States, the development of methods of husbanding these resources, including improvements in methods of fish culture and the investigation of the fishing grounds of the Atlantic, Gulf, and Pacific coasts, with the view of determining their food resources and the development of the commercial fisheries; (3) the study of the methods of the fisheries and of the preservation, utilization, and merchandizing of fisheries products, and the collection and compilation of statistics of the fisheries; (4) the administration of the salmon fisheries of Alaska, the fur-seal herd on the Pribilof Islands, and the care of the native inhabitants of those islands; (5) administration of the law for the protection of sponges off the coast of Florida.

THE BUREAU OF LIGHTHOUSES

The Lighthouse Service is charged with the establishment, maintenance, and operation of lighthouses, lightships, buoys, fog-signaling stations, and harbor lights on the coast of the United States. The first lighthouse in America was erected in 1716 on an island in Boston Harbor. One of the first acts of Congress, adopted in 1789, provided for the maintenance of lighthouses. With the development of commerce the Lighthouse Service has

steadily grown until to-day its lights and other aids to navigation are found on all the coasts under American jurisdiction--including the shores of navigable lakes and rivers--except in the Philippines and Panama, where aids to navigation

Aids Navigation and Aviation

are in the charge of the local governments. The service now maintains over 18,000 aids to navigation of various kinds.

An airways division has been set up in the Lighthouse Service, as a part of the Aeronautics Branch of the department, functioning under the supervision of the Assistant Secretary of Commerce for Aeronautics. The work of this division covers the examination of airways and intermediate landing fields and the erection and maintenance of aids to air navigation. Approximately 16,000 miles of civil airways are now lighted with approximately 350 intermediate landing fields, 1725 electric revolving searchlight beacons of 2,000,000 candlepower and over 600 acetylene route beacons. There are also some 48 radio stations in operation on these airways for the exchange of weather information and safety of air navigation.

THE COAST AND GEODETIC SURVEY

The Coast and Geodetic Survey is charged with the charting of the coasts and coastal waters of the United States and its outlying territories and

possessions; the extension of triangulation, leveling and gravity surveys over the entire area of the United States and its outlying areas; the determination of tidal datum planes; the prediction of tides and currents; and the operation of magnetic and seismological observatories and the extension of a magnetic survey over the United States and its outlying areas.

The work of the survey embraces fundamental scientific inquiries of great importance. It must determine and record with accuracy the nature and form of the seacoasts; the depths of the waters contiguous to the coasts; the character of the sea bottom; the location, form, and nature of reefs, shoals, and other natural dangers to navigation; the time and extent of the ebb and flow of tides; the direction and strength of currents; the amount and rate of change in the divergence of the compass needle from the true north at different places; and the true relative locations of points on the earth's surface; that is, their latitude and longitude and the directions one from another. All these data are requisite to the construction of accurate and complete nautical charts, the publication of sailing directions and other information required in navigation, and for engineering purposes.

Geodesy, as a science, has for its object the determination of the size and shape of the earth. It is applied to determine the true relative locations of points on the earth's surface; that is, their latitude and longitude and the directions between them. The principal geodetic operations are triangulation, traverse, leveling, and astronomical and gravity observations. A distinct activity of the survey consists of making a complete magnetic survey of the United States and adjacent waters--that is, of determining for all parts of the country the three magnetic elements; Declination, inclination, and horizontal intensity. Not only do these elements vary with changes of geographical position, but they change from week to week and from day to day, in the same position, so that the work of making magnetic observations must be continuously prosecuted at as many points as practicable. The prime object of this activity is to supply to land surveyors and to navigators, for any date and any place within the limits of the survey, the value of the magnetic declination or variation of compass; that is, the amount by which the compass needle points east or west of true north.

Magnetic Survey of the United States

STEAMBOAT INSPECTION SERVICE

The function of the Steamboat Inspection Service is to inspect the vessels of the American merchant marine and to examine and license their officers and crews. The jurisdiction of the service extends to all steam vessels navigating American waters, foreign steam vessels which embark passengers at American ports, motor vessels of over 15 gross tons carrying freight or passengers for hire, sailing vessels of over 700 tons carrying passengers, and certain types of barges.

The blue prints or drawings of water tube and coil boilers used in vessels of the American merchant marine are passed upon by the board of supervising inspectors, while designs of marine boilers of other types are passed upon

by the local inspectors having original jurisdiction. All material subject to tensile strain used in the construction of marine boilers is required to be tested by an inspector of the Steamboat Inspection Service, so that not only is the material but the design of a boiler under the Great Variety of Shipping Facilities Inspected closest scrutiny. The inspectors of hulls look after the examination of the hulls of vessels and of life-saving equipment such as life preservers, lifeboats, life rafts, davits, etc., and once at least in each year vessels of the American merchant marine are required by law to be inspected by the Steamboat Inspection Service, and excursion steamers are reinspected not less than three times during the year in addition to the regular annual inspection. The local inspectors are the officers who examine applicants for licenses for the deck department and engineer department of merchant ships. These examinations are conducted frequently, and at such times as to be most convenient to the applicants for licenses, and as the result of this close supervision over the licensing of officers, a very high standard is maintained. The Steamboat Inspection Service also is required by law to certify the able seamen who form the crew of merchant vessels, and the inspectors of the service, together with other Government officers, especially detailed for that purpose, also to certify the lifeboat men. Not the least important of the work of the local inspectors is the investigation of violations of the steamboat inspection laws. In such instances the boards of local inspectors have quasi judicial authority, and these boards have conferred upon them the authority and the right to suspend or revoke the licenses of officers who have been found guilty of violating these laws, negligence, inattention to duty, etc. The traveling inspectors of the service, in addition to following up vessel inspections made by local inspectors, conduct stability tests of the larger class of passenger and ferry vessels.

BUREAU OF NAVIGATION

The Bureau of Navigation is generally responsible for the enforcement of the laws and regulations applying to the American merchant marine and to American merchant seamen. These cover principally the registry, enrollment, and licensing of American vessels; the admeasurement of vessels to determine the basis for the assessment of tonnage taxes, and other Federal, State, and municipal charges; the assessment and collection of tonnage taxes; the entry and clearance of vessels at American ports; and the recording of deeds, mortgages, bills of sale, and other instruments affecting the ownership of vessels.

The Bureau also supervises the enforcement of the laws concerning neutrality so far as they relate to offenses involved in the clearance of vessels fitted out for military purposes or in the transportation by water of recruits or munitions. It administers the coastwise laws, reserving to American vessels the transportation of cargoes and passengers in the domestic commerce of the United States. It superintends the enforcement of the regulations governing the passage of vessels through the improved waters of St. Marys River (connecting Lake Superior and Lake Huron); the regulations for the patrol of crowded waters during the regattas and marine parades; the general pilot laws; the laws preventing the overcrowding of passenger vessels; the steamboat

inspection laws covering manning, equipment, and navigation; and the laws and regulations governing the shipment and discharge of seamen, their wages, scales and provisions, and quarters, and the settlement of their grievances against owners and masters. The shipping commissioners, under the direction of the Commissioner of Navigation, supervise the making and fulfillment of contracts between seamen and masters or owners of merchant ships, and enforce the laws governing the shipment, payment, and discharge of seamen.

THE PATENT OFFICE

The Constitution empowers Congress "to promote the progress of science and of the useful arts, by securing for limited times to * * * inventors the exclusive right to their * * * discoveries." The primary function of the Patent Office is to issue letters patent securing this right to inventors. It has the additional duty of registering trade-marks, prints, and labels used in interstate and foreign commerce.

Sixty-three technical divisions of the Patent Office are devoted to the examinations of applications for patents for inventions. In addition, one handles applications for design patents while another passes upon applications for the registration of trade-marks, prints, and labels. A special technical division is maintained to supervise the classification of patents and to revise the classification as may be required by advances in the various arts.

A patent grant gives the inventor the right to exclude all others from making, using, or selling his invention for a term of 17 years. The invention must be completely disclosed in the application, which consists of a drawing, in case the invention is susceptible of illustration, and a specification fully describing the nature and the operation of the invention, and concludes with "claims", setting forth the exact features or points which the inventor believes himself entitled to have protected by a patent. Proceedings upon applications for the registration of trade-marks, prints, and labels are entirely separate from proceedings in patent cases, being governed by a special code of laws and regulations. The work is handled by the division of trade-marks, which receives and acts upon all such applications.

Patents and Trade-Marks

THE BUREAU OF MINES

It is the province of the Bureau of Mines to study the methods of producing, treating, and utilizing ores, mineral oils, gases, and other mineral substances. The purpose is to reduce or prevent waste in the mining, quarrying, metallurgical, and other mineral industries, to conserve the country's mineral resources, and to safeguard the health and lives of miners. The bureau is specially charged to study the causes of mine accidents and the means of preventing them; to conduct researches in the use of coal, oil, and other fuels; and to make economic studies of the various mineral industries. Investigation of the cause and prevention of mine accidents includes research on explosives and tests of mechanical equipment used in mines and quarries, while economic studies include compilation of statistics on the production and consumption of minerals.

FEDERAL EMPLOYMENT STABILIZATION BOARD

It is the duty of this Board to provide for the advance planning and regulated construction of public works, for the stabilization of industry, and for aiding in the prevention of unemployment during periods of business depression. The Board advises the President from time to time as to the trend of employment; business activity; the existence or approach of periods of business depression and unemployment in the United States or in any substantial portion thereof. It cooperates with construction agencies in formulating methods of advance planning; makes progress reports; and collects information concerning advance construction plans and estimates by states, municipalities and other public and private agencies which may indicate the probable volume of construction within the United States, or which may aid the construction agencies in formulating their advance plans.

-----PBA-----

Air Transportation Charges Allowed

By: B. Connor, Business Mgr.

Plant Quarantine and Control Administration

As was pointed out in the October issue of this publication, the Comptroller General has ruled that air transportation in excess of railroad and Pullman charges can be allowed when required "for the purpose of saving life or averting disaster," but not for the "mere expediting of Government business."

I think Department employees will be interested to know that the Comptroller General recently allowed excess charges for air transportation for several employees of the Department, an action that will actually permit certain important investigational work to be completed a year sooner than otherwise would have been the case. Moreover, the results of these investigations will be applied earlier and more effectively to plant quarantine activities.

Comptroller's
Decision Aids
Research

The circumstances of the case are rather peculiar. The Plant Quarantine and Control Administration has been carrying on important Mediterranean fruit fly studies in the West Indies. It became necessary for Max Kisliuk, Jr. and C. E. Cooley to leave the islands about the first of November for Brazil to continue their investigations. Let the Department's report to the Comptroller General carry the story forward:

"Every effort has been made to secure steamship accommodations for these two men to travel directly from Trinidad to Rio de Janeiro, but it develops that

Boat Scheduled Entirely Too Slow.

this is impossible, and the only way they can reach their destination by steamship is to return to New York and then take a ship from there to Rio de Janeiro.

The trip from Trinidad to Rio de Janeiro can be made by airplane in four days, whereas it would take twenty-six days longer to return to New York and then proceed to Rio de Janeiro by steamship, and this allows only 3 or 4 hours in New York City. In the event that the steamship from Trinidad to New York should be 3 or 4 hours late, it would then be necessary to wait for another boat sailing from New York to Rio de Janeiro, resulting in more time lost.

"The necessity for haste in this case is to get the proper range of host fruits and vegetables in a susceptible stage of maturity, and if these employees are forced to make the trip by steamship via New York, it is evident that the investigations in Brazil will have to be held up for another year in order that they may reach that country at the season when host fruits are in the proper stage of maturity to make the investigations worth while. This, of course, will mean that any modification of the existing regulations which prohibit or restrict the importation of host fruits and vegetables from Brazil must be held in abeyance for more than a year, and under the circumstances the Department feels justified in authorizing Messrs. Kisliuk and Cooley to make the trip by airplane, even though such means of travel will increase the cost by some \$350.00.

"In view of paragraph 8, page 3, of the Standardized Government Travel Regulations and the unusual conditions involved, the Department feels that the use of the airplane is entirely justifiable. However, in view of your recent decision of October 1, 1931 (A-38284), your decision is requested as to whether or not the facts in this case justify the use of the airplane rather than the steamship."

This case was handled with commendable speed. On October 27, the Solicitor was requested to obtain a decision in the matter before November 1; on October 29, the submission was made to the Comptroller General by Acting Secretary Dunlap, and on October 30 the Comptroller General rendered his decision, saying "The conditions cited in your submission would appear to constitute an emergency as would justify the use of airplane transportation". (See A-39309).

Messrs. Kisliuk and Cooley were cabled on October 30 to proceed to Rio de Janeiro by airplane on November 1. They were not only thus enabled to carry forward an important research project but, I suspect, they brought about a speed record in the handling of government business.

Government vs. Private Automobiles For Official Travel

By: E. J. Thompson, in charge,
Business Administration, Bureau of Biological Survey

So necessary has the automobile become in keeping pace with progress that almost without exception every field unit of any size is dependent upon the use of some sort of motor-propelled vehicle in carrying on its activities. In the Bureau of Biological Survey, official travel performed by Government-owned and privately-owned automobiles exceeded 1,500,000 miles during the calendar year 1930.

A comparison of records maintained by the Biological Survey on the cost of operating Government-owned and privately-owned cars has disclosed some interesting facts; these have led to the establishment of the policy in this Bureau of furnishing as rapidly as possible Government-owned cars for all field units where the mileage is sufficient to justify such action. Figures on the operation of 18 Government automobiles during the life of the cars, in 15 different States in all sections, including costs during the full period of operation, and allowing for depreciation, are as follows:

Number of automobiles	Make	Total mileage	Total operating costs, including depreciation	Average cost per mile
2	A	52,625	\$ 3,119.67	\$0.0592
5	B	219,943	11,842.69	0.0538
11	C	278,619	13,293.66	0.0480

Performed by privately-owned automobiles at the allowable rate of seven cents a mile, the mileage shown above would have cost as follows: 2 A's, \$3,683.75; 5 B's, \$15,396.01; 11 C's, \$19,363.33. The saving to the Bureau, therefore, from the use of these 18 Government-owned cars for the mileage covered amounted to \$10,187.07, or an average for each of the A's of \$282.04; for each B, \$710.66; and for each C, \$551.78. For each B and C the saving amounted to approximately the cost of a new car.

In comparing costs of operation of privately-owned cars with those owned by the Government, several factors must be taken into consideration to account for the difference in favor of the Government-owned cars. The Government obtains its gasoline and lubricants free from State tax, and frequently far below retail prices; it obtains discounts on repair parts for certain makes of cars; it obtains its tires, tubes, and other accessories at approximately half the retail prices; and in many

Advantages
of Government-
owned Cars

instances it obtains the car itself at a purchase price considerably below that paid by the public for a similar car.

These savings account for some of the differences in operating costs and therefore are a strong argument in themselves for the use of Government-owned cars for official travel. They do not, however, make up the entire difference shown in the above comparison. Aside from these savings there is still ground for argument in favor of the Government-owned car, because the cost to the Government is on an actual-expense basis, whereas in the case of privately-owned automobiles the mileage reimbursement rate must be made high enough, in fairness to the employee, to protect him against loss.

-----PBA-----

TEMPORARY APPOINTMENTS

A temporary appointment should only be proposed when the work is strictly of a temporary character and of short duration. If the work is permanent in nature, the initial steps should be to make a permanent appointment.

Requests for the certification of eligibles for temporary appointment must state the definite length of service contemplated. Requests should indicate the particular office in which the temporary employee is to be placed. They should also include a statement to the effect that the temporary position will not develop into a permanent position. The necessity for making a temporary appointment must be clearly indicated. Requests for authority to extend a temporary appointment should be submitted at least two weeks prior to the expiration date of the original appointment and must furnish information as to the necessity for the extension and a definite date as to when the work will be completed. If this information is not supplied action will be withheld upon the request for extension until it is received.

The above has reference to all temporary appointments for job work under Section 4, Rule VIII, and applies to positions under the Civil Service District system as well as positions filled under authority obtained from the Commission in Washington, D. C.

Except as noted below, all extensions of temporary appointments of employees in Washington and in the field must be approved in advance by the Civil Service Commission in Washington, D. C., hence it is important that steps be taken at least two weeks in advance to obtain action by the Commission. The Civil Service District Managers can authorize extensions of appointments made under the district system up to but not beyond three months total service.

RECENT ADDITIONS TO BUSINESS LITERATURE

In surveying the field of business literature for the recent additions we find one of the outstanding contributions in the Handbook of Business Administration written by a collaboration of 129 specialists and published by the American Management Association. All phases of managerial problems are discussed by experts in their own fields and many valuable ideas are thus made available to administrators.

-----PBA-----

The Enlargement of Personality, written by J. H. Denison offers a solution through psychological methods of the problem of getting the most productive work out of an individual by aiding him to develop and enlarge his own personality. By this enlargement the organization as a whole will benefit in proportion.

-----PBA-----

A very interesting book entitled Personnel Problems by Baridon and Loomis of the Western Electric Company sets out specific treatment for the various problems that are confronting personnel workers daily. Such problems as hiring, wage levels, training, employees relations and payment for absences are all covered in a most practical manner. In particular the chapter on payment for absences offers interesting data on a topic in which most managers are vitally interested.

-----PBA-----

The fundamental principles of good organization are carefully discussed by Henry P. Dutton in his new book, Principles of Organization. Herein he deals with cooperation, organized thought, measurement, standardization, training and discipline. Further he shows how the organization should be so constructed that it can carry out the most efficient program in its outside relations.

-----PBA-----

Other books of interest are Modern Civilization on Trial by C. D. Burns and Public Speaking for Executives by Charles W. Mears.

-----PBA-----

"In increasing numbers thoughtful people are continuing their education into adult life. Such people have come to realize that what they got from school, even if the instructional period was carried through college and university, however valuable, was only a start toward an education and not a completed education. They now know that real education is not what somebody gives us but what we get for ourselves, and to be worth while must be kept alive and fresh by being continually reinforced."

---George F. Bowerman,
Chief Librarian,

If the concern where you are employed is all wrong, and the Old Man a curmudgeon, it may be well for you to go to the Old Man and confidentially, quietly and kindly tell him that he is a curmudgeon. Explain to him that his policy is absurd and preposterous. Then show him how to reform his ways, and you might offer to take charge of the concern and cleanse it of all its secret faults.

Do this, or if for any reason you should prefer not, then take your choice of these: Get out, or get in line! You have got to do one or the other--now make your choice.

If you work for a man, in heaven's name, work for him!

If he pays you wages that supply your bread and butter, work for him, speak well of him, think well of him, stand by him and stand by the institution he represents.

I think if I worked for a man, I would work for him. I would not work for him part of the time and then the rest of the time work against him. I would give him undivided service or none.

If put to the pinch, an ounce of loyalty is worth a pound of cleverness.

If you must vilify, condemn and eternally disparage, why, resign your position, and when you are outside, damn to your heart's content. But I pray you, as long as you are part of an institution, do not condemn it. Not that you will injure the institution--not that--but when you disparage the concern of which you are a part, you disparage yourself.

--Elbert Hubbard in the Cosmopolitan.
Contributed by J. R. Cohran,
Chief Clerk, Bureau of Animal Industry.

---PBA---

CUTTING CLERICAL ERRORS

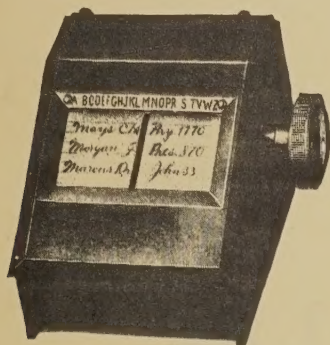
In the factory, any errors beyond a low minimum are considered avoidable and are immediately investigated. In clerical work, errors, particularly typing, are accepted as part of the routine. Checking of correspondence, as carried on today in most offices, is an expensive and slow process. Furthermore, it is likely to damage the morale of the employees through arousing antagonisms. The present checking methods are unnecessary. There is no reason why employees capable of performing their duties cannot check their own work and turn it out ready for final inspection. Assigning responsibility to individual workers in this fashion will increase their satisfaction with their duties and thereby improve their efficiency.

---From: "Management Review"

New and Useful Devices

TELEPHONE INDEX

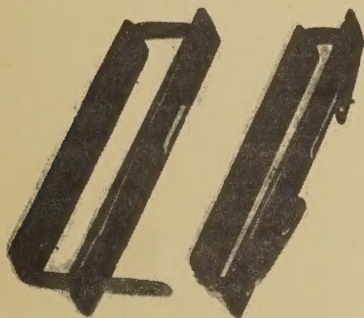
By spinning the knob on the side of the device pictured below and following the course of the red line as it moves across the page, a great deal of time can be saved in the locating of desired telephone numbers. This same device can be used for similar purposes.



-----O-----

PAPER

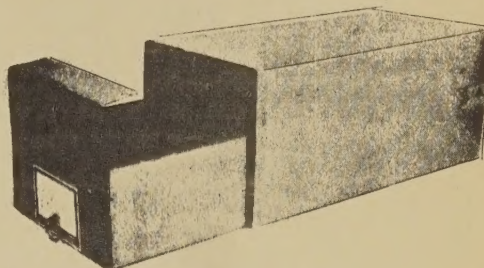
This fastener for binding paper operates semi-automatically; a small, finger tip release facilitates opening without damage to the nails, and adds strength to the ends of the prongs.



-----O-----

STORAGE FILES

This new sliding drawer storage file is of corrugated board. The files can be stacked on top of one another to a height of 72 inches and work under a heavy load.

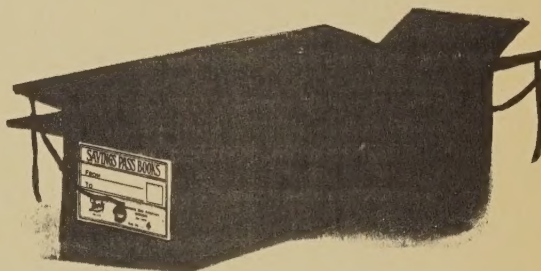


-----O-----

MORE

STORAGE FILES

This type of storage file allows old files to be kept permanently in a compact, clean manner. It comes in various sizes to fit practically any type of filing system.



-----O-----

EVERGRIP MUCILAGE

A four way spreader made of live rubber allows this mucilage to be spread over any sized or shaped surface with ease.



